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ABSTRACT

In 1989 the Center on Education and Training for Employment at Ohio State University was asked by the government of the Federated States of Micronesia (FSM) to conduct a study on the postsecondary educational system within the FSM. During the course of the study, the survey team's postsecondary specialist visited community college campuses and centers for continuing education throughout the Pacific rim, including the Republic of the Marshall Islands, the FSM, and the Republic of Palau, the three nations which maintain a treaty operating the College of Micronesia's multi-campus sites. During these visits, over 102 people were interviewed, including college administrators, teachers, students, state government officials, national government officials, and off-island educators. Areas examined by the study included financing of current postsecondary programs including community college funding, scholarships, and Pell grants. Also examined were interviewee concerns and observations regarding eight basic issues for the FSM, including the three nation treaty, college governance, the predominant role of foreigners in skilled occupations, the need for and financing of a four-year institution, and private sector economic development. Recommendations emerging from the study included development of an articulation plan, continued support for the three nation treaty, redefinition of the mission and policies of the community college system, and improvement of scholarship fund management. Appendixes suggest goals and powers of the board of regents, duties and responsibilities of the advisory board and the advisory committee, and governance structure. (JMC)

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TOWARD A NATIONAL SYSTEM OF POSTSECONDARY EDUCATION IN THE FEDERATED STATES OF MICRONESIA

A SPECIAL REPORT ON POSTSECONDARY EDUCATION

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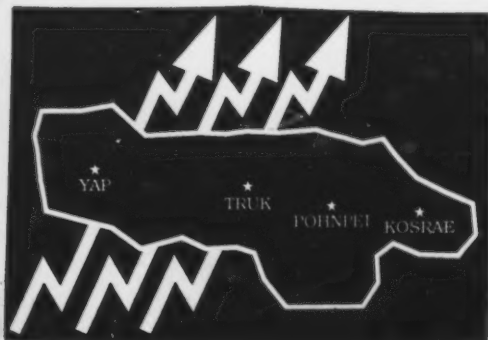
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Table of Contents

	Page
PREFACE	v
FOREWORD	vi
INTRODUCTION: POSTSECONDARY EDUCATION IN THE STATES OF MICRONESIA	1
FINANCING OF CURRENT POSTSECONDARY PROGRAM	15
CONCERNS AND OBSERVATIONS	19
RECOMMENDATIONS AND STRATEGIES FOR IMPROVEMENT	27
Coordination of Postsecondary Programs	27
Governance	28
Board of Regents	29
Community College Mission	31
Postsecondary Program General	32
Postsecondary Programs by Campus	34
Scholarships	35
Teacher Education—The Start of a Senior College	36
Management and Finance	38
Attitude Change Towards Work	40
ACKNOWLEDGEMENTS	
Authors	43
Contributors	44
Staff and Consultants	46
TABLES	
1. Treaty Contribution Among Community College of Micronesia Components	5
2. Community College of Micronesia—Full-time Enrollments by Program	8
3. Trade Training and Testing (T3) Program—Passed and Failed by Level	11
4. College of Micronesia—Budget Summary FY 1989	16
5. Scholarship Figures, FY 1987-1990	17
APPENDICES	
A. Suggested Goals of the Board of Regents	47
B. Suggested Powers of the Board of Regents	48
C. Advisory Board—Suggested Duties and Responsibilities	52
D. Advisory Committee—Suggested Duties and Responsibilities	52
E. Suggested Governance Structure	53

Preface

In the course of conducting this postsecondary study, reviewing relevant literature, and preparing this report, it became clear that significant commitment and progress have been made since 1977, as evidenced by reflecting on "The College of Micronesia: The President's Report to Congress." The study team was impressed with both the services currently being provided, and, equally important, the strong desire of the postsecondary leadership for major improvements and expansions. In the relatively short history of postsecondary leadership under the Board of Regents, new vision has been introduced and is reflective of their considerable progress. This is particularly commendable when one objectively looks at the unique difficulties introduced by an attempt to serve such a large mission when citizens, states, and islands are stretched over thousands of miles, resources are limited, and the population is growing.

This report, while often focusing on elements of the system that must be improved is offered in the context so eloquently stated by Thomas Jefferson:

I know no safe depository of the ultimate powers of the society, but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion.

The Federated States of Micronesia (FSM) must enter the 21st century with a resurgent commitment to postsecondary vocational-technical education program improvement and delivery. The future of postsecondary vocational-technical education is intertwined with many social, economic, political, educational, and labor factors and practices. Problems are too often seen to have a special relationship to some perceived failure of the educational system only. However, there is no doubt that education is one of the chief contributors to the nation's progress. For postsecondary education to function optimally, occupational education must play an increasingly important role in the nation's economic and social affairs.

The nation is in the midst of a societal and labor market transformation. This transformation is and will continue to cause educational leaders not only to reexamine current practices and structures but also to design responsive alternatives. Such redesign must focus on the priority issues, goals, opportunities, and options that can lead to an improved quality of life—both intellectually and overall—for all citizens.

The optimal system of postsecondary education must fit the nation's environment. It should retain that which is useful, eliminate that which is no longer needed, modify and adapt where possible, and create new structures and systems where necessary. In the final analysis, however, postsecondary education in the FSM will change only as much as people will demand and allow it to change.

No single model is preferred or recommended within this report. Even the most improbable structures often work well because constituent agencies make them work. The FSM must grapple with its own structure in face of multiple forces. The planning agenda, however, should address those factors within the current structure and process that are likely to promote or unduly obstruct the implementation of national and state policy. We hope the enclosed suggestions will help in the planning process.

Max J. Lerner
Study Investigator

Foreword

The Center on Education and Training for Employment, The Ohio State University, was asked to review and study the postsecondary educational system within the Federated States of Micronesia (FSM). During the study the issues of its efficiency, accessibility, and effectiveness were carefully analyzed, resulting in a variety of recommendations and suggested methods for achievement, which are contained in this special report.

During the course of the study, Dr. Max Lerner, the survey team's postsecondary specialist, visited all the community college campuses and centers for continuing education in (a) the Republic of the Marshall Islands, (b) the Federated States of Micronesia, (c) the Republic of Palau, (d) The University of Guam, (e) the Guam Community College, (f) the University of Hawaii and its community college, (g) the Hawaii Pacific College and (h) the Honolulu-based FSM Liaison Office. During these visits, over 102 people were interviewed, including college administrators (9), teachers (8), students (35), state government officials (9), national government officials (11), members and staff of the Board of Regents (10), off-island educators (12), and others (8). In addition to the Community College campuses and the Centers for Continuing Education, the consultant also visited other postsecondary programs such as Trade Training and Testing (T3), Job Training Partnership Act (JTPA), the Medical Officers' Training Program, Navy Seabees, and the like in the three nations.

This report represents the best judgments and creative thinking about the problems facing postsecondary education in the Federated States of Micronesia and their likely solutions. It is based upon the realistic insights of those interviewed and a critical review of relevant research and national data brought together by project staff. This review of the problems and potential of postsecondary education reflects many of the same broad concerns in general elementary and secondary education, and many of the solutions complement those offered in the companion "National Report" and other earlier reports prepared for the nation. A frank assessment of strengths and weaknesses is made, and recommendations are presented about the role and functions of postsecondary education—recommendations that we believe are in the best interests of the nation as a whole and especially in the interests of its future postsecondary students.

The Center and its project staff sincerely appreciate the opportunity to participate in this study. We are especially grateful for Dr. Max J. Lerner for his determined and tireless dedication to this special study. We are also thankful to the individuals who so generously agreed to be interviewed and shared their views on the major issues affecting postsecondary education. We believe that the content of this brief report accurately and objectively conveys the nature of the potential, the problems, and the solutions that were communicated to us.

Harry N. Drier
Project Director

Introduction:

The Case for Postsecondary Education

The term **postsecondary education**, within this report, refers to programs of varying academic disciplines to serve the entire adult population, including postsecondary occupational education. The United States Congress, in the Educational Amendments of 1972, defined **postsecondary occupational education** as

... education, training, or retraining (and including guidance, counseling, and placement services) for persons sixteen years of age or older who have graduated from or left elementary or secondary school, conducted by an institution legally authorized to provide postsecondary education within a state, which is designed to prepare individuals for gainful employment as semi-skilled or skilled workers or technicians or sub-professionals in recognized occupations (including new and emerging occupations,) or to prepare individuals for employment in occupations which the Commissioner determines, and specifies by regulation, to be generally considered professional or which require a baccalaureate or advanced degree.

A pool of well-trained manpower is critical to the economic growth and independence of the Nation.

In light of the population explosion, a pool of well-trained manpower is probably the most important ingredient to the economic future of the Federated States of Micronesia (FSM). Whether the young people chose to leave the islands to seek employment in Guam, Hawaii, the United States, or elsewhere or they desire to continue to live on the island, they need a salable skill for self-sufficiency. Currently, many youths and adults view work and an acceptable job as working for the government. Private sector jobs have been fewer than government jobs, and evidence demonstrates that industry and business cannot stimulate increased employment without a larger, better trained, and more diversely trained local labor pool.

Experience around the world and especially in the Pacific rim clearly indicates that a nation's economic development is directly related to the quantity and quality of available manpower. Attempts at examining the trained manpower pool available to the private sector in the Federated States of Micronesia were difficult, for little current data was available. Likewise, the issue of trained manpower needs to span the regions of Guam, the Marshalls, and Palau, for it is within this context that the potential

workers and the need for postsecondary occupational training exist. Thus, while this report, recommendations, and strategies for improvement are addressed primarily to the FSM government, which commissioned the study, the two other nations which are a part of its community college system are included. The FSM Government should take the initiative toward instituting these changes and seek the support of the other two nations.

CURRENT CONTEXT

The Treaty

The treaty which originated in 1982 has been the foundation for moving postsecondary education closer to meeting the economic development and manpower needs of the twentieth century.

In 1987, a treaty was signed by the Republic of the Marshall Islands, the Federated States of Micronesia, and the Republic of Palau regarding the College of Micronesia. The Treaty reinforces and restates the intent of the Congress of Micronesia's Public Law 7-29, which established the College of Micronesia in 1977 and stated in part:

RECOGNIZING that the College of Micronesia has been accredited by the Western Association of Schools and Colleges and has been conferred the status of a land grant college under the laws of the United States of America; and

NOTING THAT, in the past, the College of Micronesia has depended heavily on direct grants from the U.S. Department of Interior and on U.S. postsecondary educational assistance programs to finance its operations and services, and that these grants and assistance programs may no longer be available to the College in the future; and

RECOGNIZING that the future and development of the three nations depends on the quality of the education of their young people; and

RECOGNIZING that the College of Micronesia is the only postsecondary educational institution in Micronesia and has played a critical role in manpower development, in fostering research, and in advancing knowledge and learning about the special challenges and problems of the three nations; and

RECOGNIZING that the three nations individually do not have a sufficient number of potential students and financial resources to warrant establishment and maintenance within their respective

nations of adequate separate facilities in all of the essential fields of education and training; and

AFFIRMING their desire to continue and strengthen the ties of friendship, understanding, and cooperation which have historically linked the peoples of the Republic of the Marshall Islands, the Federated States of Micronesia, and the Republic of Palau; and

AFFIRMING their desire to provide for the continuation of the College of Micronesia as a unified postsecondary education system serving the needs of all the peoples of the Republic of the Marshall Islands, the Federated States of Micronesia, and the Republic of Palau, and to maintain the accreditation and land grant status of the College.

NOW, THEREFORE, AGREE AS FOLLOWS:

PART I: STATUS AND PURPOSES

ARTICLE ONE: STATUS OF THE COLLEGE

1. **Public Corporation**—The College of Micronesia is an independent public corporation of the Republic of the Marshall Islands, the Federated States of Micronesia, and the Republic of Palau, and shall be comprised of the Community College of Micronesia, the CCM School of Nursing, the Micronesia Occupational College, the College of Tropical Agriculture and Science, the Centers for Continuing Education, and such other colleges, schools, centers, and institutions as may from time to time be established by its Board of Regents.

The long-term capacity and capabilities of the established public corporation for post-secondary education has the potential of meeting the challenge of the 1990s.

The treaty created a nine-member Board of Regents, with two members to be appointed by the government of the Republic of the Marshall Islands, five members to be appointed by the government of the Federated States of Micronesia, and two members to be appointed by the government of the Republic of Palau. Each of the governments may, by law or otherwise, determine the qualifications and the manner in which its board members will be selected. All appointments to the board are to be transmitted in writing to the chancellor of the college.

Funding for the system is divided into two parts: (1) the operation of the Board of Regents and its staff; (2) the operating costs of the college. For the Board of Regents and its central administrative offices in 1987-1988, the Republic of the Marshall Islands contributed \$47,555; the FSM, \$118,890; and the Republic of Palau, \$47,555 for a total amount of \$214,000.

For the instruction, operations, and maintenance of the college during the same years, the Republic of the Marshall Islands contributed \$300,000; the FSM contributed \$900,000; and the Republic of Palau contributed \$300,000 for a total of \$1.5 million (see Table 1).

These costs were established based upon the number of students from each of the three nations that were being served by the community college system. Although the figures vary from one semester to another, the distribution of all 1988-89 fall semester enrollments in the College of Micronesia were:

• Marshall Islands	18.17%
• FSM	65.40%
• Palau	16.43%

The treaty was to remain in effect for a two-year period. In 1989 the treaty was amended and renewed for two additional years at approximately eleven percent less money for the operation of the College of Micronesia, for a total of \$1,333,334 per year. The reduction took place primarily because the students again became eligible for Pell Grants, which assisted students with fees and living costs. The funding for the Board of Regents operation was not changed. This new treaty is in effect until September 30, 1991.

Board of Regents

The citizens and the private sector leadership need to understand the function of the Board of Regents and better communicate their needs, into its strategic planning for incorporation.

The Board of Regents has only been in existence for slightly over two years under the treaty; and it has assumed authority and operates the college in a thoughtful manner. The board meets approximately three times each year to consider new programs, policies, and procedures for operating the colleges. The board employs a chancellor and has a staff composed of a fiscal officer, a development officer, and several secretaries. The board also employs presidents for each of the campuses and the administrators of the three continuing education centers. Each of the campus presidents has the power and authority to employ his/her own staff.

TABLE 1

TREATY CONTRIBUTION AMONG COM COMPONENTS
1988

	MOC		COM		Majuro Camps		CE		Total Contributions
A. FT/R/B ¹	Students	Contribution	Students	Contribution	Student	Contribution	Student	Contribution	
\$2,656									
FSM students	152	\$403,712	115	\$305,440	20	\$ 53,120	0	\$ 0	\$ 762,272
RMI students	50	132,800	23	61,088	5	13,280	0	0	207,168
RCP students	50	132,800	10	26,560	0	0	0	0	159,360
Total GIA ²	252	\$669,312	148	\$393,088	25	\$ 66,400	0	\$ 0	\$1,128,800
B. Travel									
Kosrae	30	\$ 12,330	49	\$ 4,116	6	\$ 1,020	0	\$ 0	\$ 17,466
Pohnpei	36	12,168	0	0	4	884	0	0	13,052
Truk	33	9,834	38	4,256	6	1,722	0	0	15,812
Yap	55	4,895	32	9,792	4	1,592	0	0	16,279
FSM Total		39,227		18,164		5,218	0	0	62,609
Marshall's	30	14,190	20	4,420	0	0	0	0	18,610
Palau	0	0	10	3,380	0	0	0	0	3,380
Total travel		\$ 53,417		\$ 25,964		\$ 5,218		\$ 0	\$ 84,599
C. Gov't's support to institutions		\$ 2,271		\$105,948		\$128,382		\$50,000	\$ 286,601
GRAND TOTAL		\$725,000		\$525,000		\$200,000		\$50,000	\$1,500,000

Method of Calculating Cost of Attendance and Grant-In-Aid

	Semester 1	Semester 2	Summer	Total
Tuition \$54/CR X 15CR	\$ 810	\$ 810	6CR	\$324
Room	294	294		140
Board	882	882		420
	\$1,986	\$1,986	\$884	\$4856

¹FT/R/B/ = Full-time, room and board students²Grant-In-Aid

Total Cost of Attendance (estimate)	4,856
-Pell grant (maximum)	-2,200
Balance	2,656
-Treaty aid to College/FT/R/B student	2,656

There are government leaders and many citizens who do not understand the need for a Board of Regents and lack understanding about the board's duties and responsibilities. This may be because the Board of Regents is a separate public corporation serving the three nations and not under the control of any one government.

College of Tropical Agriculture and Science (CTAS)

The College of Tropical Agriculture and Science is an excellent model to build on.

Through the Higher Education Amendments of 1980, the College of Micronesia was designated as a land-grant college. It is one of three two-year institutions ever to receive this status and receives land-grant funding from the federal government. In 1989 it received approximately \$740,000 from the federal grant and could have received more if the 50% grant (match) money had been available. This grant, plus some matching funds, provided a budget of approximately \$900,000 for CTAS.

Its programs and services are being carried out in all locations of the College of Micronesia and consist of three major components:

- Cooperative Extension Service (CES)
- Agricultural Experimental Station (AES)
- Residential Instruction (RI)

The College of Micronesia

This umbrella college consists of three campuses and three continuing education centers which have some commonalities:

- The tuition fee for students is the same—\$60 per semester credit hour.
- Most students attend college free of tuition, room, and board costs.
- A free one-way airline ticket is provided each student from any state or nation to attend classes on any one of the campuses. If the student satisfactorily completes the program, he or she will receive another one-way ticket to return home.
- The average teaching load is approximately 15 semester credit hours.

- No system-wide information was available on the number of graduates from the systems associate degree programs.
- Little or no information regarding placement of students from the occupational/vocational programs appears to be available.
- The number of liberal arts graduates who transfer to mainland four-year colleges or universities is not known.

Better data on the status and success of current and past students is a must for improved planning and policy making.

The Micronesia Occupational College, Republic of Palau

This college was originally founded in September 1969 and grew out of a trade school that began in 1927 during the Japanese administration prior to World War II and was known as **Mokko**. It received accreditation from the Western Association of Schools and Colleges in 1978 and accreditation was reaffirmed in 1982. In 1977 the campus joined the postsecondary system under the sponsorship of the Board of Regents.

The college is an open-door postsecondary institution and until recent years was the only college that provided postsecondary vocational occupational programs for the College of Micronesia system. In 1985, it obtained Board of Regents approval to offer baccalaureate parallel-transfer courses in liberal arts.

The campus buildings are relatively old, but respectable and are well maintained. There is dormitory spaces for 500 students, thus, it has the largest enrollment of any of the three campuses.

Well-maintained, functional, and live-in-while-you-learn facility features are critical to the quality and future expansion of the postsecondary system.

Home residency of the students: Program enrollments are the following:

• Palau	144	• Associate of Arts	22
• Yap	64	• Agriculture	30
• Chuuk	65	• Air Conditioning	15
• Pohnpei	44	• Appliance Repair	15
• Kosrae	27	• Auto Mechanics	20
• Marshall Islands	58	• Office Practices	92
		• Construction	30
		• Electronics	41
		• Police Science	59

In addition, there are several other occupational programs with extremely low enrollments.

The teachers receive an average salary of approximately \$15,000 for a ten-month period of time. Administrators receive slightly higher amounts.

Most of the degree programs require 64 to 67 semester credit hours.

The Community College of Micronesia (CCM), State of Pohnpei, FSM

The community college was established in 1970 as a two-year institution to serve preservice elementary teacher education needs. In 1973 it initiated new degree programs in business management and inservice elementary teacher education. In 1978 it joined the College of Micronesia under the sponsorship of the Board of Regents and received accreditation from the Western Association of Schools and College. In 1985 it was authorized by the Western Association to offer a junior-year program in elementary teacher education.

While originally created to provide elementary teacher education programs, there is little evidence that students are declaring majors in this field. As an example, most students are enrolled in liberal arts without declaring a major. Most of the associate degree programs require 74 semester credit hours for completion.

This campus can only accommodate 148 students in its dormitories, so the college limits its enrollments to 177 full-time students and 100 part-time students. It currently offers two vocational programs, Marine Science and Agriculture, which are not operating because of small enrollments. It offers the first year of a nursing program, generally known as prenursing. Students who are successful in this program can transfer to the Majuro campus and complete the program in four additional semesters plus one summer session.

Faculty and students are enthusiastic about education, but facilities need to be replaced.

TABLE 2

COMMUNITY COLLEGE OF MICRONESIA FULL-TIME ENROLLMENTS BY PROGRAM

Program Major	Freshmen	Sophomores
Liberal Arts	76	45
Business	27	34
Pre-Nursing	23	8
Agriculture	0	0
Marine Science	2	2
Mass Communications	0	1
Total	128	90

Of the 32 full-time faculty, approximately 80 percent have master's degrees from U.S. universities. Their average salary is approximately \$14,000 for the ten-month teaching period.

Both faculty and students seemed to be enthusiastic about their jobs and educational programs, while working under unacceptable conditions. The campus facility has outlived its usefulness and needs to be replaced. Approximately fifteen years ago the U.S. Congress authorized an expenditure of \$8 million to replace the campus but to date no funds have been appropriated.

The College of Micronesia, Majuro Republic of the Marshall Islands

The Marshall Island Teacher Education Center was established as a branch of the CCM in 1970. In 1987, the Board of Regents designated the Majuro campus as the location for its School of Nursing, and has recently been designated as a community college campus.

The campus facility is located in a former hospital site in Majuro and is adequate for the mission of the college. There are 40 dormitory spaces reserved for nursing students, and the current enrollment in nursing includes 31 freshmen and 9 second-year students. Of the 31 first-year students, 20 are female and 11 are male. There are 13 from the Marshall Islands, 7 from Pohnpei, 3 from Yap, 3 from Truk, and 5 from Kosrae.

The nursing program has excellent leadership with a high quality staff. For most students, the nursing program is a three-year program; a year of preparatory education, particularly in English and science, is generally required before students are accepted in the nursing associate degree program.

The Majuro Campus college has recently developed a general education program and has an enrollment of 230 general study students; many are preparing to be teachers and will transfer to the Pohnpei institution to complete their program. This campus recently received a \$5,000 scholarship from a local women's group to help offset part of the student cost of attending the nursing program.

The campus facilities are adequate and appear to be well maintained. The Marshall Islands recently appropriated \$300,000 for a new building on the campus, which will consist of a cafeteria, a library, and four additional

Health services will continue to grow in demand and place increased priority on the current nursing program and other allied fields.

classrooms. The Western Association of Schools and Colleges has recently given the Majuro campus candidacy status.

The Continuing Education Center in Yap

The nation must have a strong system of continuing education if it's economic development goals are to be achieved. This priority must be reflected in facilities, faculty, and financial commitments.

This center enrolls approximately 52 students in English, math, and the social sciences. During the summer the enrollments normally increase as about 100 teachers seek inservice teacher education courses. The campus employs five full- and part-time teachers. Instruction is housed in very inadequate facilities with no library space available. The building also houses personnel from the Land Grant Operation.

It was indicated that most serious college students from Yap go to the university or the community college in Guam.

The Continuing Education Center in Chuuk

Although Chuuk is the most densely populated of the four FSM states, it has a small and inadequate facility for the continuing education center. The center employs five full-time and eight part-time teachers, with an enrollment of approximately 200 students. In the summer months, this enrollment doubles because of the inservice teacher education program. It was indicated that most serious college students from Chuuk also go to the university or the community college in Guam.

The Continuing Education Center in Kosrae

The Continuing Education Center in Kosrae was not visited. Instead interviews with various individuals from that state were conducted and it was found that the center is located in a building that is inadequate to house the needed programs.

Kosrae has a cooperative program with the University of Guam whereby the university will provide radio courses to the island via satellite.

OTHER POSTSECONDARY EDUCATIONAL PROGRAMS

Youth and adults will only enter and succeed in the trades that are important to the nation's economic development if their basic and vocational skills are acceptable to the employer.

In addition to the postsecondary education offered by the community college system, there are many other opportunities available that are important to the development of the FSM as an independent nation. Most of the following programs are retraining people for the world of work.

Trade Training and Testing (T3)

The Trade Training and Testing (T3) program is available in all the federated states and are sponsored by the Department of Resources and Development of the national government under the auspices of the International Labour Organization (ILO) of the United Nations Development Programme (UNDP). This program offers training and testing programs in the trade areas of construction, carpentry and masonry, electricity, refrigeration, house wiring, appliance repair, lineman, auto and auto-diesel mechanics, power plant equipment, and welding. There are three levels of courses: (1) Basic Level (8-12 weeks); (2) Intermediate Level (4-6 weeks); and (3) Journeyman up-grading (2-3 weeks). The training and room and board are free, but the students must pay their own transportation. These programs were started to help offset the shortage of skilled workers on the islands, but it was reported that most of the graduates go to Guam to work because of the higher wage scale.

Each student is required to pass a test to receive a certificate. The pass/fail breakdown is presented in table 3.

TABLE 3
TRADE TRAINING AND TESTING (T3) PROGRAM
NUMBER OF TRAINEES PASSED AND FAILED BY LEVEL
November 15, 1988

Trade Area	Basic Level		Intermediate Level		Final Level		Total
	Passed	Failed	Passed	Failed	Passed	Failed	
Construction	153	215	45	27	8	20	468
Electrical	96	79	36	14	9	1	235
Mechanical	115	135	75	27	6	3	361
Total	364	429	156	68	23	24	1,064

NOTE: Total number of trainees passed = 543; total number of trainees failed = 521.

Students' inability to pass entrance examinations for the trades is a matter of grave concern.

Job Training Partnership Act (JTPA)

Specific job training is limited by the lack of the labor market information needed for planning and program improvement.

The FSM government receives \$1.3 million each year from this act, and this sum is used for the training of eligible persons, and student living expenses. Monies are allocated to the states for their specific programs with a major emphasis toward on-the-job training approaches in which an employer agrees to train an individual during working hours. Some funds are used to supplement wages and others are reserved for upgrade training in specific skill areas. JTPA activities include involvement of the community college that provides specific training courses, as well that as participants in the T3 program. In the absence of up-to-date reliable labor information forecasts for the nation, it is extremely difficult to plan curriculum priorities in terms of both occupations, and skill levels required.

The Pacific Basin Medical Officers Training Program

This program was started to prepare individuals to provide better medical services to several nations. The program is being conducted in Pohnpei under the leadership of the University of Hawaii School of Medicine. Over the next ten years as many as 100 persons will be granted medical officer's diplomas. Of the 53 students enrolled in the program, 36 are from the FSM. There is no coordination between the program and the community college system.

Micronesian Maritime & Fisheries Academy, Yap

All postsecondary programs must operate in a system of coordination and articulation to achieve their full potential.

The academy plans to begin operation soon in the abandoned U.S. Coast Guard facility in Yap. The mission of the academy is to provide effective education and training in maritime and fishery technologies at both the high school and college levels.

The Reverend Edmund Kalau, President of Pacific Missionary Aviation (PMA), with headquarters in Guam, has full responsibility for the financial support and educational success of the academy.

While not coordinated with the community college system, the academy plans to offer certificates after one semester of training; associate degrees after two semesters of training, plus three years of apprenticeship training; bachelor degrees after two semesters of classroom training plus 288 hours of on-the-job training.

Military-Supported Training Programs

The Navy (Seabees), Army, and Air Force, in addition to providing civic action services, also provide training programs in certain specialties. While these programs serve only ten to twelve students in each location per year, they appear to be of outstanding educational quality. Students spend one year working with a military officer in on-the-job training, which is coordinated with their instructional program. This program would also benefit by closer articulation with the public secondary and postsecondary system.

Attempts to increase the military's delivery of occupational training should be considered.

Educational Inservice Programs

Annually many off-island universities are invited and paid to provide critically needed teacher education courses for both initial staff credentialing and skill renewal purposes. As an example the University of Guam, the University of Hawaii, the United States International University in San Diego, the Eastern Oregon State College, the University of Oregon, and many other universities from the United States have provided these services. Because there is little coordination with the community college system, these courses may or may not be relative to the specific teacher needs of the nation. This results in what appears to be a method of low efficiency and ineffective quality. There is little effects data or transcript records to determine the long-term benefits of this approach.

Summary

These programs and others, like the Hawaii Job Corps Center, serve a wide range of both youths and adults. Their overall contributions to postsecondary education are very important to the future economic stability of the nations and especially the Federated States of Micronesia.

A national education for employment policy and strategic plan needs to include the total coordination of all educational programs.

When these programs are examined individually and collectively, there is an apparent lack of any national or state coordination. Individual program operators, lacking a sense of the nation's manpower needs and strategic education and training plan, find it difficult to articulate their efforts. The funding source for such programs often cause operational independence rather than unification under the leadership of the Board of Regents.

NOTES

Financing

OF CURRENT POSTSECONDARY PROGRAM

Community College Funding

Nearly all the students attending classes within the Micronesia community college system do so at little or no cost because all fees, room and board, and transportation to and from the colleges are covered. Last year the Board of Regents spent \$39,000 just for student airline tickets and transportation.

The campuses receive their basic support from the Board of Regents through the treaty. In 1989-1990 academic year they are receiving the following sums:

- Community College of Micronesia-Pohnpei \$466,900
- Micronesia Occupational College-Palau \$644,767
- Community College of Micronesia, Majuro Campus \$177,867
- Three Continuing Education Centers \$ 44,466

The 1987 budget base presented in table 3 is based on the former treaty amount of \$1,500,000 and tuition fees of \$54 per credit hour; the table provides a snapshot of the system's funding base.

System-wide the College of Micronesia, had a total budget for FY 1989 of \$6,175,601. Table 4 provides categorical funding data for all elements of the system including the Board of Regents, the Continuing Education Centers, the College of Tropical Agriculture and Science, and the three main campuses. Table 4 allows for interesting equitable cost comparisons in such areas as instruction and administration across the campus.

How better can \$6,000,000 be annually invested to meet new demands and increased student enrollment.

Scholarships

The availability and investment of scholarship funds are large and important issues for any educational system. The nation has made wise decisions to ensure that its best and brightest youths have an opportunity to attend college no matter what their personal economics may be.

Each of the three nations provides scholarship money for students to attend college and universities off the islands. In the 1989 comprehensive national budget, compact section 216 (a) (3) provides the scholarship figures presented in table 5.

TABLE 4

COLLEGE OF MICRONESIA

BUDGET SUMMARY - CURRENT UNRESTRICTED FUNDS
 STATEMENT OF BUDGETED CURRENT FUND REVENUES AND EXPENDITURES
 FY 1989

	<u>BOR</u>	<u>CCE</u>	<u>CTAS</u>	<u>COM</u>	<u>(SON & CE)</u>	<u>MOC</u>	<u>TOTAL</u>
REVENUES:							
Educational & General							
Tuition & Fees	0	309,357	0	392,197	211,982	733,750	1,647,286
Federal Grant	0	0	746,576	45,000	0	0	791,576
Treaty & Endowment Income	214,000	50,000	169,235	525,000	200,000	825,000	1,983,235
Miscellaneous	0		86,500	0	49,210	25,000	217,376
TOTAL GENERAL & EDUCATIONAL	214,000	445,857	915,811	1,011,407	468,648	1,583,750	4,639,473
Auxiliary Enterprises	0	0	0	522,085	10,000	841,000	1,373,085
TOTAL REVENUE	214,000	445,857	915,811	1,533,492	478,648	2,424,750	6,012,558
EXPENDITURES:							
Educational & General							
Instruction & Dept. Research	0	158,100	207,030	650,489	186,082	690,488	1,892,189
Library	0	26,860	0	63,079	19,415	25,123	134,477
Operation & Maintenance of Plant	0	14,400	0	53,202	28,883	114,863	211,348
General Administration	0	234,577	298,843	132,265	146,904	342,133	1,368,722
Student Services	0	11,920	0	323,183	87,364	306,976	729,443
Student Aid	0	0	0	0	0	593,663	593,663
Extension/Public Service	0	0	409,938	57,331	0	0	467,269
TOTAL GENERAL & EDUCATION	214,000	445,857	915,811	1,279,549	468,648	2,073,246	5,397,111
Auxiliary Enterprises	0	0	0	253,943	10,000	514,547	778,490
TOTAL EXPENDITURES	214,000	445,857	915,811	1,533,492	478,648	2,587,793	6,175,601
INCREASE (DECREASE) IN FUND BALANCE	0	0	0	0	0	(163,043)	(163,043)

NOTE: MOC Plans to use its surplus from prior years to cover its FY 89 deficit.

TABLE 5
SCHOLARSHIP FIGURES, FY 1987-1990

State	Actual		Estimate	
	FY 1987	FY 1988	FY 1989	FY 1990
Kosrae	\$ 155,900	\$ 192,181	\$ 128,661	\$ 128,661
Pohnpei	349,783	431,228	349,783	349,783
Chuuk	499,783	615,852	411,716	411,716
Yap	194,828	240,179	161,321	161,321
*Total	\$1,899,700	\$1,889,700	\$1,889,700	\$1,889,700

*Part of the difference between the four-state totals and the annual grand totals was the monies used by the FSM government to fund their part of the treaty

The scholarships are administered in each of the four states by a separate scholarship committee. Scholarship amounts vary, with the highest going to the professional programs such as law and medicine, with grants as high as \$9,000 per year. However, the average grant was approximately \$4,000 per year. The selection process in some cases is not clear and varies among the various state governments. Little follow-up data on past and current recipients could be found in order to review the efficiency and effectiveness of this large educational investment.

Pell Grants

Besides the national scholarships many students are eligible for the United States Pell Grant program on an annual basis. While the exact number of students receiving either or both of these scholarship-type programs is not known, it is believed to be sizeable.

The Pell Grant monies were used by approximately 2,230 students in 1989. This includes 1,238 students who used the grants to attend the community college of Micronesia system and 992 students who attended 112 of-island colleges and universities. The following 13 colleges and universities receive the majority of FSM students:

- | | |
|--------------------------------|--------------|
| • University of Guam | 357 students |
| • Guam Community College | 97 students |
| • Eastern Oregon State College | 95 students |
| • Hawaii Pacific College | 87 students |

Scholarships provide the nation the ability to bring both equity and quality to educational access and quality programming to its citizens.

The informed selection of postsecondary institutions is both the nation's and the individual's responsibility.

• Navarro Jr. College	75 students
• Eastern Arizona College	36 students
• Western Oregon State College	28 students
• Northern Marionas College	17 students
• Park College, Missouri	17 students
• Lassen College, California	14 students
• Northeastern Oklahoma	14 students
• University of Hawaii, Hilo	13 students
• Hawaii Business College, Hilo	10 students

This commitment to help students attend classes in off-island colleges and universities is indeed commendable. Greater attempts need to be made to ensure an accountable process of grantee determination and college or university selection, and a follow-up system is needed to determine the program's effectiveness.

CONCERNS AND OBSERVATIONS

Most of the 102 persons interviewed during this study were asked questions concerning eight basic issues that appeared to be of highest concern to the national government. The questions concentrated on both opinions concerning the current postsecondary system and insights into the nation's future needs and desires. The following section provides a summary of the collective concern and advice provided organized by each of the eight questions.

What is your opinion of the three-nation treaty that operates the College of Micronesia and will it hold up?

Most people interviewed were not knowledgeable about the treaty. There were doubts expressed as to whether the treaty could continue as the nation's long-range postsecondary plan. There were concerns about the U.S. government's interest in funding three separate, small campuses and the possibility that such duplication might put at risk the land grant designation that exists. The potential of ongoing duplication of services and the increased competition for students among three separate community colleges were viewed as conditions that could possibly destroy the postsecondary goals and needs of the nation.

Attempts must be made to make FSM community college education more attractive and competitive with off-island institutions.

Is the Board of Regents a viable concept to operate the College of Micronesia?

Yes, we need some group to coordinate the community college system for the three nations," was the most typical answer. However, it was clear from other statements that many leaders did not understand the duties and responsibilities of the regents. Other statements were: "The Regents are trying, but we need more input from the government." "The states need to provide more direction to the regents." "What are we getting for our money?" "It costs too much to operate the regents."

The regents' staff and its members were advised to conduct a better public relations program in order that the citizens might better understand the need for and contributions of the regents. The chancellor, it was suggested, should devote more time to working with the legislators and government leaders in the three nations as well as the state legislators in each of the four federated states.

The role, responsibility, and contribution of the Board of Regents needs to be better communicated to the general public.

The leadership needs to be informed concerning pending needs, including finances, to demonstrate accountability for current expenditures.

What is your opinion of the present scholarship program to fund students for enrollment in off-island colleges and universities?

The general opinion was that overall, the scholarship program management needs much improvement. The prevailing perception is that the process is politicized and the standards for award need to be tied to grantees' ability to learn and to their commitment to program completion. It is a belief that many or most grantees fail to complete their programs and that those that do don't return to their home state and, in general, don't make a commitment to the intent of the program.

The award process of granting scholarships needs to be improved and recipients should return part of the investment to the nation.

There is also a strong belief that many students should invest enough time in the community college, at least at the freshman level, to ensure that they have acceptable college skills before off-island scholarship monies are granted.

Last, there was support for the concept that some scholarship recipients should be expected to repay the government in part through work or payments during or after completion of their college programs.

Why is most of the work requiring skilled workers being carried out by Philipinos and Koreans?

There was a general feeling that there is no single reason or solution for the problem of importing needed skilled workers.

In essence, it was the feeling that the citizens have not been a labor-oriented people, resulting in inadequate attitudes of individuals regarding aspirations for skilled jobs and commitment to become trained for the market place.

Improved training options, competitive wages, and career opportunities will hold the best trained manpower for FSM employment.

Secondly, the nation has allowed vocational training to be a low priority; thus, there are few opportunities for quality skill development except in a few cases within the private school system and postsecondary offerings. Part of the reason for the current situation is that skilled workers receive very low wages in the FSM and are attracted to other nations or countries. Imported laborers are willing to work for less and tend to be more dependable and thus are attractive to employers and contractors. The following September 22, 1989, Palau Gazette article, while not focusing on a specific FSM situation, expresses well the conditions that exist nationwide.

Too many alien workers?

By: Basilia Ringang

Statistics obtained from the Labor Division show there are 1,354 nonresident workers currently employed in Palau. In the month of July alone, 69 alien workers arrived to fill up more local jobs. The largest number of these alien workers are Filipino nationals who number 1,088.

Although there are many jobless Palauans, employment trends continue to seek foreigners to fill all kinds of jobs ranging from white collar positions to laborers.

A local employer says that although she prefers to hire Palauans, she is forced to hire foreigners because alien workers are more reliable. "At least they come to work every day and have no customary obligations to deal with that takes them away from their jobs," she says. Besides, they have skills that Palauans don't have and are more interested in keeping their jobs so they are more apt to perform as expected. The local counter-parts lack these desirable attitudes although they may be just as qualified."

There is a definite need to train Palauans to meet the employment needs of Palau. Training does include not only skills but also proper attitudes towards jobs. Until these basic qualifications are met, the employment scene in Palau runs the risk of having alien workers take over the labor force.

How well does the community college system prepare people for continuing their education at colleges and universities and for entry and success in the work force?

There was wide agreement concerning the lack of current information available to policymakers that would answer this question. It was recognized that the community college system has very limited placement data on graduates, no data on transfers and noncompleters, and in general no system to track and follow-up students. In addition, while there was a strong belief that the programs of the community college need to be closely tied to the nation's manpower needs and related training requirements, little articulated planning was evident. Without exception, those interviewed believed that a better plan needs to be developed to interface the training programs

New levels and commitments to integrated national planning will result in better forecast data for community college program improvement and expansion.

with the employing community and that comprehensive follow-up and follow-through system is needed to determine the effectiveness and cost-efficiency of the nation's investments.

Is there a need for a free standing four-year college in the FSM and how could it be financed?

Having a four-year college is a goal worth setting after improvements and expansions are made to the community college system.

Not surprisingly, most individuals placed high value on the nation's ability to provide its citizens with accessible, affordable, and high-quality four-year college and university opportunities. Nonetheless, few could envision, in the near future, having the financial ability or the enrollment needs and demands that would warrant such investment. Additionally, some were concerned that it would pose problems with the conditions of the current treaty and strongly felt that the first priority was to aggressively improve the existing two-year community college system. Once this system is operating at a highly improved level, then an investment in a four-year college system would be supported with great pride by the citizens.

While there was little doubt on a long-term basis that the Federated States of Micronesia would and could support and realize sizeable benefits from their own four-year college, the following are some of the conclusions and generalizations offered as a result of the survey:

The community college system must be expanded to meet the enrollment demands of FSM youth.

- The present community college does not adequately serve the number of students who are requesting classes in postsecondary education. Last year the Community College of Micronesia, Pohnpei, rejected 500 applications for admission, primarily based on the lack of dormitory space.
- System-wide data doesn't appear to be available on the number of annual graduates from existing associate degree programs. It is estimated that slightly over 100 students annually receive associate degrees. This number is not nearly sufficient to support a four-year college.
- The enrollment in elementary schools is bulging and will continue to grow. The number of high school graduates is significantly smaller than that found in most developed countries. It was estimated that the number of high school graduates in the year 2000 may approach 2,400.
- It was difficult to determine the current labor market needs or projections for the FSM that would require a college degree. It is

We need to know the problems and successes related to the 2,438 students enrolled in post-secondary education.

estimated that approximately 800 government jobs require two- and four-year college degrees and many of these jobs are currently held by non-Micronesians.

- Insufficient economic development planning or reliable data for the expansion and cultivation of private sector is available. While historically the concept of a good job means working for the government, current estimates indicate that these jobs are would not increase for Micronesians.
- A four-year college would be an important symbolism and capacity for elected officials and national leaders as they strive for improved independence and economic stability.
- Many of the 1,500 FSM elementary teachers do not hold associate degrees. At the same time, such degrees are being required for employment by the year 1990, and commendable efforts are being exerted to achieve this goal. The requirement does not demand that this associate degree come from a teacher training program. It is assumed that these teachers will be required eventually to be upgraded to baccalaureate degree standards. The Community College of Micronesia has been certified by the Western Association of Colleges and Schools to offer third-year-level elementary teacher education courses which is a new capacity to assist many elementary teachers toward completing their degree requirements.
- The University of Guam currently enrolls 212 students from Palau, Chuuk, and Pohnpei. Student fees are \$46 per credit hour compared to the \$60 cost of the Community College of Micronesia. The Guam Community College has approximately 274 students from Palau, Truk, and Pohnpei with a tuition fee of \$10 per credit hour tuition fee compared to the \$60 charged at the College of Micronesia.

It is important to note that most of the students in Palau, Chuuk, and Yap are closer geographically to Guam than they are to Pohnpei. Future plans for a four-year college should not depend on most of these students because of not only the financial and distance issues but also because of competing program diversification. In addition, the University of Guam already has 2,400 students, with a current annual appropriation of \$18 million plus fees and charges. The university has an articulation agreement with the Pohnpei campus for its third-year teacher

Future postsecondary programs must reflect current and projected job requirements.

Elementary teachers will be able to increase their credentials with the third-year-level offering from the Community College of Micronesia.

Major improvements in the basic skills and English must be achieved for students to succeed in postsecondary education.

education program and will transmit classes for credit by satellite to Kosrae and Palau shortly.

- FSM students entering off-island institutions are poorly prepared and experience great difficulty in scoring 500 on their Test of English as a Foreign Language (TOEFL). Currently, most Micronesian students have to spend a semester (and in some cases a year) in taking noncredit remedial courses in English, math, and science in order to gain entry into existing programs.
- Educational opportunities exist in Hawaii as well. Approximately 260 Micronesian students attend the University of Hawaii system, which includes seven community college campuses and three four-year campuses. This year, only 28 students from the nations are attending Hawaii Pacific College, although in previous years the numbers were much higher. College officials stated that they were not actively recruiting Micronesian students. It may be most difficult for a newly created four-year college in Pohnpei to attract many of the students intending to go to Hawaii because of institutional capacity, reputation, and diversity of programming of the Hawaiian institutions.
- Traditionally, the operating cost of a four-year college is comparatively higher than a community college because there are smaller numbers of students per class, there are more highly qualified and degreed professionals; more elaborate laboratories, equipment, and library holdings—all these factors would lead to costs considerably higher than those for the operation of a community college system. Although students would be eligible for Pell Grant money, it would be extremely difficult in the near future for the governments to appropriate the additional funds needed to operate the college after it was established. Neighboring universities of the South Pacific in Fiji and in Port Moresby, Papua, New Guinea, are also experiencing similar financial difficulties.
- The best FSM projections call for a larger number of skilled workers in the areas of plumbing, carpentry, mechanics, electrician, and maintenance personnel. Even with the creation of a four-year college, there would still be a need to transfer some students to off-island colleges and universities in the fields of law, medicine, and dentistry. It is not conceivable that a four-year college located in the FSM could fulfill these needs while still being relevant to the economic and development needs of the FSM.

The benefits and costs of a four-year college are high and investments will be made as a result of comprehensive plans.

- The capital expense of constructing and equipping an adequate facility for a four-year college would be far beyond the current ability of the national governments to pay. The U.S. Congress authorized some \$8 million fifteen years ago to replace the Community College of Micronesia campus in Pohnpei, but money was never appropriated. It is very questionable that the U.S. Congress would appropriate sufficient funds to support a four-year campus, particularly for one of the three nations at this time, unless there were more compelling evidence demonstrating its value to the overall economic development and independence of the FSM.

Is there a need for a marine science program at the baccalaureate level within the FSM?

The general discussion of this topic centered around the needs for a program to assist in growing plants from the sea and commercial fishing operations. There may be a problem of semantics.

While this question was deemed to be important for long-range planning, there was confusion as to what a marine science program is and how it would add research capacity and skilled manpower for employment development within the FSM. While the FSM region is unique in its setting and rich in some natural resources marine science technology research is far from conclusive regarding its economic development potential in the Pacific.

Given the complexity and state-of-the-art of marine science, continued dependency on off-island and well-established university centers seem reasonable. The universities of Guam and Hawaii have extensive programs in marine science, as do universities in Japan. Most of these university-based marine science programs are research oriented, and graduates with a B.S. degree in this field of study would not be employable in the region.

Nonetheless, a bachelor of science degree is a good foundation for other science-oriented fields of study—health fields, chemistry, and biology—important to the FSM. The best marine science programs have not yet found a means of growing food in the sea in an economical manner. At some future time the application of the current research may produce opportunities for commercial production for the islands, and close articulation with this research will be important to the FSM.

Strategic planning for economic development is urgently needed.

What activities are taking place in regard to the private sector of economic development?

It was a common belief that while there are small indicators of new business development taking place, such development does not appear to be a part of a well-researched strategic plan. All see evidence of development in the Yap garment industry, new fishing and seaweed production in Pohnpei, and tourism and hotel growth. Concern also was expressed over the lack of policy to assure that new jobs will be filled by local workers and the need for a commitment to provide training in needed skills. The call for multiagency public and private planning and cooperation was evident and presented with a sense of urgency.

Recommendations and Strategies for Improvement

In light of the urgent need for improvement, both immediate and long-term, in the nation's postsecondary education system the study team has agreed on a set of recommendations that the Federated States of Micronesia leaders can begin to act on now, that can be implemented over the next several years, and that promise lasting reform. The issues are familiar; there is little mystery about what needs to be done. The Board of Regents, institutional leaders, and governmental leaders are already giving serious and constructive attention to such matters, even though their plans may differ from our recommendations in some details.

The following recommendations are based on the information and opinions obtained as a part of our research and explained in the previous sections of this report. They are focused around eight specific issues: coordination; governance; mission; programs; scholarships; teacher education; management and finance; and other concerns.

Recommendations: Coordination of Postsecondary Programs

1. **We recommend** that the FSM Congress adopt legislation recommending that all monies received by the national government or any agency thereof for the development of postsecondary programs of education and training be coordinated by the Chancellor's Office for the Board of Regents in cooperation with the Department of Education. Mirror image legislation should be considered in each state that reflects the spirit of funding coordination for postsecondary education improvement.

Implementing Strategies and Suggestions

- The Board of Regents and its campuses should be assigned and assume coordination responsibility for all postsecondary education taking place in the three nations. Programs like T3, medical officer training, the military, teacher education, and others should be coordinated through the various campuses and the Board of Regents' office in order to assure continuity of training for residents of the three nations. The training provided in most cases is worthy of college credit, which would enhance the image of both the nations and the training they provide.

2. **We recommend** the Maritime and Fisheries Academy in Yap be invited to join the administrative authority of the community college system as a branch campus of the Community College of Micronesia, Pohnpei.

Implementing Strategies and Suggestions

- The existing academy curriculum should be studied to determine what courses meet college credit specifications and to identify courses that need to be improved for future credit acceptance.

- By placing this program under the sponsorship of the accredited community college, its' students would be eligible for existing student aid and bring increased credibility to all degrees.
- Existing and planned programs of the academy should be reviewed to determine which ones could be eligible for student federal and state financial aid, if they were a part of an accredited community college.
- If the commitment with the Pacific Missionary Aviation (PMA) cannot be changed, a contract between the Community College of Micronesia and the PMA should be developed whereby the Community College of Micronesia is the official administrative entity while the program still would be operational in the state of Yap.

3. We recommend that an articulation plan be developed and implemented where possible to result in shared laboratory facilities, faculties, and staff among the community college, secondary vocational education, and other postsecondary education agencies.

Implementing Strategies and Suggestions

- An indepth study should be conducted by the Board of Regents in cooperation with the FSM Office of Education to determine current and potential duplications and the possible use of distant learning technologies within vocational program offerings.
- Program-by-program articulation agreements should be developed that would cause the consolidation of laboratory equipment, space, time, faculty, transportation, housing, and financial aid.
- A policy could be developed to assure that any new vocational program offering is examined in light of possible duplication and that articulations are developed before approval is given to operate.
- Program curriculum guides should be articulated among community colleges and between secondary vocational education programs.

Recommendations: Governance of Postsecondary Education

The Treaty: A Discussion

The treaty that links the three nations together for the purpose of operating a College of Micronesia under the sponsorship of the Board of Regents is a practical and well-thought-out document.

In March of 1977, Douglas S. Harlan, in "The President's Report to Congress" about the College of Micronesia, said:

"The college can be successful only if it is free from the administrative, elective, and cultural "politics" of Micronesia. Micronesians often speak candidly of the obstacles to effective programs which one or all of the varieties of politics generate, yet they find themselves caught in a system where their behavior is dictated by political necessity rather than by sound program judgment. At the outset, all Micronesians must demonstrate their willingness to isolate the college from being wracked by politics. All potential parties to the political tug-of-war over the college should "tie their hands" to avoid meddling, resting secure in the knowledge that a quality institution to serve all of Micronesia will be created--and that an actual or potential political adversary will have his hands tied as well. Simply put, the college must be off-limits for politics."

The biggest concern with the treaty is that it has only been approved for two two-year periods. In order to establish some program continuity and ensure continued accreditation by the Western Association, serious consideration should be given to approving this treaty for a longer period of time, at a minimum six years.

4. We recommend that the FSM national government continue to support the treaty concept of the three freely associated nations, demonstrate the leadership and willingness to extend the treaty for a six-year period, and encourage the other two nations to do the same.

Implementing Strategies and Suggestions

- The FSM Congress should pass an appropriate resolution indicating its support for the treaty concept and send copies of this resolution to the legislatures of the Republics of the Marshall Islands and Palau.
- The FSM Congress should request that each of the FSM states pay one-ninth of the cost of operations of the Board of Regents since they each appoint a member to the Board of Regents.
- The three nations should appoint a team to begin negotiations to prepare a modified treaty for a six-year period. Some suggestions for modification are incorporated in this report.

The Board of Regents: A Discussion

The Board of Regents concept has been demonstrated to be a viable method to govern institutions of higher education for the three nations. It's a standard and effective procedure followed by most of the states in the United States and other countries. Most operational boards of regents hire chancellors and appropriate staff to coordinate and administer their programs and conduct ongoing strategic planning with governmental officials.

5. We recommend that the FSM Government strongly encourage the Board of Regents to reexamine its roles, responsibilities, and actions in order to improve its (1) image, (2) fiscal accountability, (3) knowledge of system effects, (4) public knowledge and support, and (5) fiscal support from all nations and report to the FSM Government.

Implementing Strategies and Suggestions

- The Board of Regents should review its goals in light of this report. A suggested revised draft of the current goals is contained in appendix A.
- The Chancellor should develop a formal and comprehensive method and schedule of meetings annually with state, national, Palau, and the Marshall Island legislators and government leaders to keep them informed of progress, fiscal accounting, and future plans.
- The Board of Regents staff should develop and use a uniform information management system that would include enrollment, financial, physical plant, equipment, graduate, placement, followup, and personnel information.
- The Board of Regents should draft a redefined set of responsibilities for incorporation in the treaty, to reflect an increased responsibility over the community college system in such matters as (1) program approval, (2) budgets, (3) college president appointments, and (4) oversight responsibilities and to reduce its current day-to-day operational duties. Appendix B provides a suggested set of responsibilities.
- Advisory Boards should be created (at each of the three residential campuses) consisting of approximately seven people appointed by the Board of Regents. These board members should be individuals residing in the areas from which the college campus recruits most of its students. The board members should include: a representative of business and industry; a member of the local chamber of commerce; a member from a private secondary school; a representative of local or municipal government; an individual from state government; a member of the Board of Regents; and a representative from the state scholarship committee. The presidents of the campuses should work with the Advisory Board in approving and implementing the suggestions found in appendix C.
- Advisory Committees for each continuing education center should be established and consist of members residing in the state in which the center is located. The committee members should include: a representative from business and industry; a member of the local chamber of commerce; a member from a private secondary school; a representative from local or municipal government; an individual from state government; a member of the Board of Regents; and a representative from the state scholarship committee. Members would be appointed by the Board of Regents. This Advisory Committee should work with the campus director/ administrator to implement the suggestions found in appendix D.
- The names of the three campuses should be changed, to Community College of Micronesia-Pohnpei Campus; Community College of Micronesia-Majuro Campus; and Community College of Micronesia-Palau Campus. These name changes would assist in having each of the nations better recognize "its" campus and assume more pride in its college.
- The Board of Regents should conduct a budget review in the area of administrative expenditures with the goal of either reducing this line item to approximately 15 percent of total expenditures or maintaining it at

that level. During this review, a standard formula should be used to identify acceptable administrative items, which will also help in future budgeting and reporting.

- Administrators for the three continuing education centers within the FSM government should report directly to the President of the Community College of Micronesia-Pohnpei, as chief officers of branches, rather than to the Chancellor, see Appendix E.
- Articulation agreements on a program-to-program basis need to be developed with receiving institutions. A separate sheet should be developed for each baccalaureate program indicating the courses that should be taken in the community college system to prepare them to enter a baccalaureate program. These should be specific sheets for elementary teacher education, education administration, secretarial, and so on.
- The Board of Regents should nominate some of its members to sit on key industrial and economic development committees.

Recommendations: Community College Mission

6. We recommend that the FSM Government, in coordination with the Board of Regents staff and the college presidents, redefine the mission and policies of the community college system better serve the needs of the nation.

Implementing Strategies and Suggestions

- A review of all admission policies should be conducted to determine whether or not they are in compliance with the goals of equity, access, and affordability.
- The current program and course offerings of the system should be examined and consideration should be given to the following additions as needed:
 - **GENERAL EDUCATION CERTIFICATE PROGRAMS** to assist students who have an academic deficiency in English, science, and math and who wish to enter one of the associate degree programs. Students will also be required to receive counseling in the preparation of their education and occupational plans.
 - **OCCUPATIONAL CERTIFICATE PROGRAMS** of approximately one year in length to prepare individuals for employment in occupations that may not require four years of training. The issue of providing national licenses for some of the specialties is encouraged.

- **BACCALAUREATE-PARALLEL ASSOCIATE OF ARTS DEGREE PROGRAM**, which is equivalent to the lower division or first two years (approximately 64 semester hours of credit) of a baccalaureate degree program, generally consisting of liberal arts, sciences, and preprofessional studies designed either to enable students to transfer to a four-year institution for the completion of a baccalaureate degree or to prepare individuals to become teachers in the elementary and secondary schools.
- **TEACHER EDUCATION ASSOCIATE DEGREE PROGRAM**, two programs of approximately 64 semester credit hours, to prepare individuals to become teachers both in the elementary and secondary schools. These programs would reflect teaching methods and content specialties.
- **VOCATIONAL/TECHNICAL ASSOCIATE OF APPLIED SCIENCE DEGREE PROGRAM** of up to two years' duration (approximately 64 semester credit hours) which is primarily designed to prepare students for careers that are generally (but not exclusively) at the semiprofessional level or to provide upgrading of skills and/or retraining to meet individual, local, and state manpower needs.
- **ADULT CONTINUING EDUCATION CERTIFICATE PROGRAMS**, courses, short courses, seminars and other educational activities offered to meet civic, cultural, professional, occupational, or social needs of groups of adults.
- **COMMUNITY SERVICE ACTIVITIES** of an educational nature, which may include workshops, seminars, forums, cultural events, or the provision of campus facilities and consultative services designed to address community needs or to resolve community problems.

Recommendations: Community College Programs

7. We recommend that the Board of Regents review annually college system programs and courses to determine the sufficiency and relationship of such offerings to the current and projected needs of the FSM economic development plans, private sector needs, and general interests of its citizens.

Implementing Strategies and Suggestions

- Compare the system capacity to train needed employees with current labor market information, and especially in the areas of carpentry, auto mechanics, air conditioning, plumbing and computer technicians.
- The Office of Education should be assisted in its efforts to improve the image and attractiveness of craftsman-type careers.

- An improved articulation system should be developed to allow and encourage students to complete their first year academic requirements at their home campus before enrolling elsewhere.
- Increased cooperative agreements should be developed among existing private and public secondary schools, community colleges, and noncollegiate programs.
- A science and math curriculum framework, scope, and sequence should be developed that would place greater emphasis on all programs of study and especially on the vocational areas.
- Current capacity to teach English and policy concerning its use in instruction should be examined, with the possible goal that only English be used in instructional settings.
- Study teams should be commissioned to examine the need for such new programs as the following:
 - **Building maintenance repair**—A multicrafted program combining some limited training in electricity, carpentry, plumbing, air conditioning, cleaning, management, and supervision.
 - **Marine industries**—A two-year program to prepare people, probably through a co-op program, to become fishermen, ship operators and repairmen and management personnel (e.g., hotel/restaurant management).
- Education, training, and employment-related programs that encourage self-employment and success in starting small business should be encouraged in both the public and private sectors.
- The creation of small business incubators using business advisors, teachers, and mentors in their operation should be encouraged.
- High school vocational-technical education and community colleges should offer entrepreneurship education within existing programs and/or as special course offerings.
- Entrepreneurship and small business development teaching materials should be searched and compiled, and made available to institutions in the community college systems.
- Small business leaders should be encouraged to plan and conduct small business development workshops for all faculty at the high school and post-high school levels.
- Consideration should be given to a policy to increase the number of postsecondary-level apprenticeship programs both in the traditional occupational areas and in new and broader apprenticeship areas.
- Pilot preapprenticeship programs should be encouraged in the public schools across all major occupational areas as a stimulus for youths to consider such options before career and postsecondary choices are determined.

- A study of industry and business should be conducted to determine which occupations are appropriate for apprenticeships and to seek employer support and participation.
- Alternate apprenticeship structures should be identified and tested, including new career areas, new partners, cooperative-type programs, modified time frames, new credit arrangements, and nontraditional clientele enrollments.
- A new one-year "certificate of general education" program should be developed on each campus to allow certain students to meet predegree enrollment requirements. This plan would then allow all associate degree programs to require 60-64 semester credit hours while the campuses would provide a remedial program of 10-12 hours in the areas of math, science, and English.
- A new college counseling, placement, and follow-up program should be developed and installed. This program would allow each campus the ability to determine of its programs, effectiveness, test their acceptability to employers and other higher education institutions, and help students better understand the educational and occupational opportunities that match their interests and credentials.

CAMPUS-SPECIFIC SUGGESTIONS FOR IMPROVEMENT

1. Community College of Micronesia-Palau Campus (MOC)

- a. This campus has recently been authorized to offer liberal arts degrees. Experiences in other technical colleges indicate that once they receive permission to award baccalaureate-parallel degrees, interest in the vocational and occupational education areas subsides. Special care needs to be exercised to ensure needed growth and improvement in the campus's vocational offerings.
- b. Some of the programs offered on this campus have minimal enrollments. Programs such as masonry, welding, automotive body repair, home economics, and clothing construction and design have minimal enrollments and should be discontinued in the short or long-term, and divert the money and other resources diverted to new programs such as building maintenance.

2. Community College of Micronesia-Pohnpei Campus (CCM)

- a. Although the campus was originally created as a teacher education institution, that mission has lost its priority. There is limited staff (four faculty members) employed in this elementary and special education program, and little counseling of students to seek a major in elementary or secondary education is evident. New efforts need to be implemented if the public is to realize that a teaching career is a profession rather than an occupational trade and to accord teaching credentials an improved status.
- b. The marine science and agriculture occupational programs have insufficient enrollments to warrant continuation. They should be discontinued until the economy and enrollment demands warrant expenditure on the programs.

- c. There is sufficient evidence that three new programs should be considered: executive secretary, building management, and marine industries.
- d. Once the new campus is completed, a new program in hotel and food service management should be considered and operated on the campus located near the new national capitol complex.

3. Community College of Micronesia-Majuro Campus

- a. A baccalaureate-parallel program should be developed and implemented to serve those students who desire eventually to leave the island to seek baccalaureate degrees.
- b. The successful nursing education program should be expanded in terms of its enrollment capacity and diversity of specialties.
- c. Study and consideration should be given to offering vocational/occupational programs, particularly in some skilled areas that do not require a great deal of costly equipment and are not offered elsewhere.

4. Non-Resident Branch Campuses of the Community College of Micronesia-Pohnpei Campus (CEC)

- a. Each campus should offer a compatible one-year general education certificate program to allow students to upgrade their skills in English, science, and math. The importance of this will be minimized as the quality of elementary and secondary education improve.
- b. Each campus should assume the responsibility for recruiting students for all three main campuses within the system. When these students are adequately prepared, they should be transferred to one of the community college campuses and enter an associate degree program.
- c. Each campus should develop a system to track students who receive scholarships to attend colleges and universities in Guam or Hawaii, and other U.S. institutions.
- d. In the event a branch campus reaches a FTE of 500 students, the Board of Regents should consider changing the status to that of a separate community campus.

Recommendations: Scholarships

8. We recommend that the FSM national government improve its policies that ensures the improvement of the scholarship fund management for all students who study in off-island colleges and universities, and encourage the other treaty nations to consider mirror policy or legislation.

Implementing Strategies and Suggestions

- Scholarships should only be awarded to those students who can achieve a score of 500 in the Test of English as Foreign Language (TOEFL) as well as cut-off scores on math and science tests. Those individuals who fail to pass the tests could enroll in the community college general education certificate program to raise their test scores.
- A maximum award of \$4,000 per year should be stipulated for scholarships to study at an off-island college or university.
- A separate loan/grant program should be created as a part of the existing scholarship fund for students enrolled in graduate or professional schools. The conditions would provide for the loan to be forgiven in exchange for five years of service to the island. For example, the individual who receives \$8,000 per year for four years would owe his or her state or nation \$32,000 if he/she does not return to the island. For each year of service to the islands, \$6,400 of the loan would be forgiven.
- Selected personnel from each of the community colleges and branches should participate on a committee in the selection process.
- The office of the Board of Regents office should be charged with the responsibility for tracking each recipient, annually reporting to the appropriate committee the progress of each student who has received a scholarship, and recommending improvements in the policy and award process.
- Approximately 50 percent scholarship moneys should be used by the local committees to give \$1,000 scholarships to all local students who desire to attend one of the community college campuses.

Recommendations: The Start of A Senior College for Teacher Education

A Senior College: A Discussion

The Pohnpei campus is approved by the Western Association to offer third-year teacher education courses for elementary teachers, and there is an articulation agreement with the University of Guam so that students completing the three-year program can obtain a baccalaureate degree from that university. Currently there are many off-island colleges and universities that provide teacher education courses in the three nations under the sponsorship of the directors of education that provide teacher education courses to students from these three nations. These include such institutions as the Universities of Guam and Hawaii, Eastern Oregon State College, and the United States International University of San Diego, to mention a few. There appears to be a need for improved coordination and standards in contracting for these courses to ensure that they meet the specific teacher needs in a cost-efficient and high-quality manner.

9. We recommend that the FSM national government take action to encourage the Board of Regents to create a senior college rather than a free-standing 4-year college, in the state of Pohnpei, to serve the future needs for upper-division college courses. The senior college should be sponsored by the Board of Regents to be established on a new campus in Pohnpei, which would serve the Community College of Micronesia-Pohnpei campus and this senior college.

Implementing Strategies and Suggestions

- Strategic planning between the appropriate agencies needs to begin to identify the needs and develop the specifications for a comprehensive teacher and administrator education program for all grade levels.
- The senior college should initially employ five or six outstanding professors in the various fields of teacher education. Each of these professors should be expected to spend at least one semester each year in offering two or three courses, in both the lower and upper divisions, on the other campuses and branches in addition to his or her Pohnpei campus assignments. Courses should be scheduled during the evening hours through the normal school year. The schedule should be such that within a three- or four-year period, most of the course work could be completed by those people desiring to acquire and/or improve their qualifications for employment.
- A plan to seek approval of new courses serving the projected needs of freshman, sophomore, and junior students should be developed.
- A predetermined number of senior, fourth-year level courses should be provided by the University of Guam and by the University of Hawaii, on or off island in order to achieve true articulation. The fourth-year level courses should be considered as a "college without walls."
- A plan needs to be developed that projects what the Senior College should provide within five years, including many of the senior-level courses which ultimately offer the baccalaureate degrees for elementary and secondary teachers and school principals.

10. We recommend that each national legislature enact legislation that would discourage its office of education from entering into a contract with a mainland college or university to offer teacher education programs until the contract has been approved and coordinated through the Board of Regents, Advisory Council on Teacher Education, and officials of the senior college.

Implementing Strategies and Suggestions

The community college and the senior college administration should immediately create an Advisory Council on Teacher Education composed of at least the director of education for each state and nation involved in the system.

- A study should be conducted to determine how much FSM funds are spent annually on mainland institutions, determine the number of students enrolled in individual programs and courses, and prepare a report that details which courses could be taught by the four-year college and at what savings those courses could be taught.

- The senior college should be charged with the responsibility for maintaining cumulative records for all students in teacher education, regardless of location, and determining the degree to which courses taken are applicable to a baccalaureate degree that could be offered in the FSM.
- Once the senior college has become experienced in offering junior and senior courses in teacher education, it should consider preparing and asking approval to offer junior-level courses in the field of business. After three or four years in offering junior-level courses, it should consider seeking approval to offer senior courses and offer a bachelor of science degree in business.

Recommendations: Management and Finance

11. We recommend that the funds agreed to in the current treaty for Board of Regents operation and college operating costs remain fixed for the next two years. In the event of a longer term treaty is agreed to (for example, six years), a new method of calculating funds contributed by each nation needs to be developed. Monies received in excess of current operations needs should be invested in a capitol reserve fund.

Implementing Strategies and Suggestions

- The annual contribution to the treaty from each nation should be based on a FTE proportional cost formula of the actual operating budget. The FTE used in determining the annual cost would be based on the nation's previous academic year FTE. In 1989-90 each nation is paying approximately \$1,667 per student FTE.
- The treaty funds should basically cover the cost of: administration, libraries, plant operation and maintenance, student services, supplies, and only a portion of the instructional costs and instructional services.
- Tuition should cover the remaining cost of instruction and instructional services.
- Monies received from student room, board, and bookstore operation should be categorized as auxiliary enterprises.

12. We recommend that the Board of Regents develop a more definitive and equitable method of distributing to campuses operational funds based on the previous year's FTE.

Implementing Strategies and Suggestions

- Pell grants and any other direct student subsidy income should not appear as part of the budget as income. These grants are directed to pay tuition, room, board, and other incidental expenses.
- The same formula described above in recommendation #11 apply.

13. We recommend that the FSM national government enact legislation encouraging each state to award, from its scholarship fund, a \$500 standard grant to assist student attendance at the College of Micronesia and that the FSM national government request that the other nations follow the same procedure.

14. We recommend that the Board of Regents develop a plan that reallocates savings associated within this report to the following:

- Development of new programs
 - Marine industries
 - General education certificate program
 - Hotel and restaurant management
 - Building maintenance program
 - Expanded three-year mission for teacher education
- Development of equipment purchase and repair fund
- Development of a scholarship and enrollment national tracking system

15. We recommend that a capital improvement fund or foundation be established for the replacement of the Pohnpei community college campus, the construction of a senior college campus, the expansion of needed branch campuses, and the needed expansion of the Palau and Majuro campuses. It is further recommended that the FSM Congress lead in developing model legislation which would institutionalize a multi-nation postsecondary educational fund that ensures long-term facility improvement and expansion.

Implementing Strategies and Suggestions

- A comprehensive cost-sharing proposal should be prepared and submitted to the U.S. Congress to originate the \$8 million dollar appropriation authorized earlier.
- An investment prospectus should be developed for use with countries interested in FSM investment; the prospectus should be directed specifically at the construction cost of a four-year campus.

Implementing Strategies and Suggestions

- A feasibility plan and proposal should be developed and submitted to the FSM Congress and to the four state legislative bodies to provide capital funds for (1) construction of the senior college, (2) develop new facilities for each of the three existing branches, and (3) provide a grant for major improvements to the community college campuses in Palau and Majuro.
- A three-nation marketing plan and a blueprint on how to gain matching funds from the U.S. Congress, international leading institutions, foreign governments, and corporations with interests in the region should be developed.

- The 200-acre gift from the state of Pohnpei for the new campus should be used as a model in obtaining from other states, federal agencies, or other funding sources like gifts. A plan should be developed with the states of Yap, Chuuk, and Kosrae that would commit each to the donation of land and funds sufficient for up to 50 percent of construction cost of the branch facilities.
- The FSM government should set aside \$2 million for the construction of the senior college campus and use this as an example of national commitment when approaching the U.S. Congress (for an appropriation of \$8 million), and Japan (for an investment of \$4 million). Japan should be offered the opportunity to invest in major buildings such as the upper division classroom facilities, a library, and dormitories.
- Further investigations should be made into the interest and needs of New Zealand and Australia that could be served by the senior college in such a manner that a \$1 million gift from each country would be appropriated.
- It is suggested that the following \$17 million budget figures are reasonable costs for the overall system construction and campus improvement plan earlier recommended.
 - \$4 million for the construction of the senior college
 - \$10 million for the construction of the Community College of Micronesia-Pohnpei Campus
 - \$800,000 to the Community College of Micronesia-Palau campus
 - \$800,000 to the Community College of Micronesia-Majuro
 - \$1,400,000 to the branch campuses: Yap, \$500,000; Truk, \$600,000; and Kosrae, \$300,000 (general approximations)

Recommendations: Work Attitudes, Work Programs, and Dormitory Facilities

16. We recommend that the FSM Office of Education and the four state education directors develop and establish implementation standards and requirements and provide materials, teacher/counselor training, and technical assistance for an elementary-through-secondary-school career investigation, awareness, and exploration program.

Implementing Strategies and Suggestions

- A four-state committee of teachers, counselors, and community college staff should be commissioned to work during the summer months on identifying the best materials and methods available and customized for FSM use. This committee would also help establish the content, scope, and sequence for classroom delivery.

- The Community College of Micronesia should be commissioned and funded to develop a teacher and counselor inservice training program specific to each grade level and content level, for implementation within one year after curriculum and standards are met.

17. We recommend that the FSM government encourage the Board of Regents to adopt and enforce a policy to require all students who cannot afford tuition fees, books, room and board to work for the college to partly compensate for these costs.

Implementing Strategies and Suggestions

- A model work study program should be developed and tested with a sample of students and campuses to perfect the policies, procedures, and requirements for the work performance specifications.
- It is proposed that a standard 180-hour annual service commitment be expected and made for each student receiving a full scholarship.
- A study should be conducted to determine what campus jobs could legally be performed and what risks are involved.
An employment plan should be agreed to by college maintenance personnel. It is suggested that work stations could be established not only on college campuses but also at government facilities and elementary and high school buildings. Tasks could be included in a range of jobs, from construction, food service, clerical, and general maintenance to beautification projects.

18. We recommend that the Pohnpei state legislature pass legislation to make one or two of the abandoned national legislative buildings available for the college as temporary dormitories.

Implementing Strategies and Suggestions

- Renovation specifications should be developed that meet all required codes and a plan to seek volunteer youth, student, and adult assistance in the preparation of each dormitory should be prepared.
- Once specifications for living equipment and supply needs are determined, a national drive to seek donations of equipment, materials, and supplies should be conducted.

Acknowledgements

**Max J. Lerner, Executive Director
Ohio Council of Private Colleges and Schools**

Dr. Lerner served as the chief investigator and author for this study. Dr. Lerner has served in a variety of roles that provided the insights and expertise needed to conduct the study and prepare a blue print for future postsecondary education improvement.

In his role as the council's executive director, he represents the interests of Ohio's 324 proprietary schools and provides training and technical assistance on a wide range of issues. For nine years, he served as the vice-chancellor for all of Ohio's two-year campuses under the control of the Board of Regents. Earlier, he had served as a community college president for nine years and as director of a school of technology for four years in addition to filling a variety of teaching and supervisory roles.

Dr. Lerner belongs to eight postsecondary professional associations and groups and has been commended by numerous state and national groups for exemplary work.

**Harry N. Drier, Research Scientist
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Mr. Drier served as the project director for this study and coordinated both the data collection, literature review and report preparation.

Mr. Drier has served in a variety of roles that provided insights and expertise for this study. His employment includes teaching, local school counseling, and directing an adult vocational education night school and an area vocational education center for both youth and adults. He also served as the state supervisor of vocational guidance within the Wisconsin Department of Public Instruction.

During his 18 years at The Ohio State University, he has conducted over 200 research and development projects, some of which occurred in the region of Micronesia. Recently, he has concentrated his efforts in the areas of apprenticeship training, counselor training, educational technology, state level evaluations and strategic planning, tests and measurement, and military liaison. Current projects in these areas extend to a range of foreign countries.

Mr. Drier has served as the vice president for guidance on the American Vocational Association Board of Directors and has served as president and as a board member on five other national associations and foundations. He currently serves as president-elect on the National Honor Society for Vocational Education Students and board member of a foundation called Partners for American Vocational Education (PAVE).

Contributors

The quality and usefulness of this report and especially its recommendations and suggested methods of improvement reflect the full cooperation of over 100 persons involved in some way in the nation's postsecondary program operation. The authors are indebted to, and are appreciative of each person who gave of his or her time and freely offered his or her perceptions of what postsecondary education is and how it should and could be in the years to come. The following are the names of all the persons interviewed except the thirty-five students who provide a wide range of perceptions. While the students are not listed by name (because we promised not to identify them), they did provide very insightful perceptions of need and interest.

It should be noted that these 102 individuals come from all the key elements within the Federated States of Micronesia and also from the republics and U.S.-based universities and colleges that play a major role in providing postsecondary education to the nation. The names are presented in alphabetical order.

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APPENDIX A

SUGGESTED GOALS OF THE BOARD OF REGENTS

Goal 1 Develop public understanding and recognition of and increase support for the community college System.

Goal 1 Reaffirm and promote the concept of access to postsecondary education for most Micronesians as fundamental to the mission of community colleges and critical to the development of Micronesian human resources.

Goal 3 Encourage the development of vibrant high school/community college partnership programs and promote the growth, acceptance, and practice of continuity in learning.

Goal 4 Assist community colleges in defining, sustaining, and promoting excellence in all programs and promote the associate degree as a standard of excellence.

Goal 5 Provide vigorous national leadership in human and economic resource development.

Goal 6 Maintain positive working relationships with other institutions and agencies at local, state, and national levels.

Goal 7 Gather the data about community college students and programs needed to provide appropriate information to policymakers, analyze policies impacting colleges, and alert member institutions to trends and issues that present significant opportunities or constraints.

Goal 8 Develop more vigorous programs of leadership training and professional development at the national level and assist colleges in their efforts to improve leadership through local staff development programs.

Goal 9 Help colleges strengthen all areas of the curriculum.

Goal 10 Provide vigorous national leadership to help colleges acquire and integrate new technologies into educational programs and apply appropriate technologies to the improvement of instructional delivery systems and internal administrative processes.

Goal 11 Work more effectively with government, foundations, corporations, and decision-making centers and thereby enable community colleges to provide the training strategies and capabilities necessary to improve the economic development of the free-associated nations.

Goal 12 To be certain that students leaving the islands to enroll in other nations' four-year colleges and universities are adequately prepared in English, science and math.

APPENDIX B

SUGGESTED POWERS OF THE BOARD OF REGENTS

1. Adopt, amend, and repeal bylaws governing the conduct of its business and the performance of the powers and duties granted to or imposed upon it by this Agreement;
2. Appoint and terminate such officers of the board as it deems necessary;
3. Appoint, determine the qualifications and duties of, fix the compensation of, evaluate the performance of, and terminate the services of a chancellor, who shall be responsible for carrying out goals, objectives, and policies of the Board and shall serve at the pleasure of the Board;
4. Appoint, determine the qualifications and duties of, fix the compensation of, evaluate the performance of, and terminate the services of such other central administrative officials and employees as it deems necessary; provided that such other central administrative officials and employees shall work under the supervision of the chancellor; and provided further that the board may delegate its powers under this paragraph, in whole or in part, to the chancellor;
5. ~~With the assistance of the Advisory Board,~~ appoint, determine the qualifications and duties of, fix the compensation of, evaluate the performance of, and terminate the services of presidents or other academic and administrative heads of each component of the College who shall serve in such capacities at the pleasure of the Board;
6. Establish ~~system-wide~~ policies and procedures for the appointment of all faculty members and the granting of tenure to any faculty member;
7. Establish ~~system-wide~~ policies and procedures for the qualifications and appointment of all deans, directors, department heads, and other officials of each component of the College and of other employees of the College;
8. Contract or otherwise engage the services of such professional, technical, administrative, stenographical, or clerical personnel of a temporary or intermittent character upon such terms and conditions as it deems necessary;
9. ~~Approve or disapprove all new degree programs and new degree programs to be offered by any of the campuses;~~
10. ~~Appoint Advisory Board and Committees as may be needed;~~
11. ~~Approve or disapprove the establishment of all new Branches;~~

12. Fix, in its discretion, the rates to be charged students of the College for tuition, room and board, and other necessary fees and charges; provided that tuition and room and board rates shall reasonably reflect costs at each component of the College; and provided further that the Board may establish resident and nonresident tuition rates with resident tuition rates being available only to citizens of the Republic of the Marshall Islands, the Federated States of Micronesia, and the Republic of Palau, to employees and faculty members of the College and their spouses and immediate family dependents, and to students who are citizens of a foreign country or political subdivision of a foreign country which permits citizens of the Republic of the Marshall Islands, the Federated States of Micronesia, and the Republic of Palau to pay resident tuition rates while attending public institutions of higher education in such foreign country or political subdivision; and provided further that the Board may enter into reciprocal nonresident tuition waiver arrangements with the governments of foreign countries or their political subdivisions or the governing authorities of public or private institutions of higher education therein;
13. Confer such degrees and grant such diplomas and certificates as colleges of like stature are usually authorized to confer or grant;
14. Establish such policies, rules, regulations, and standards as it may deem necessary for the effective operation of the College, including the establishment or approval of policies, rules, regulations, and standards governing the admission, graduation, discipline, and removal of students;
15. Establish policies and procedures for the granting of full and partial scholarship grants or loans or fellowships to students of the College for educational purposes, and, in its discretion, establish methods by which individual students may work for the College in some suitable capacity and have such labor credited against their tuition;
16. Establish system-wide policies and approve procedures for the maintenance of such departments and courses of instruction and for the undertaking of such research projects and programs as it deems appropriate;
17. Incorporate into the College of Micronesia such technical and research establishments as the Board deems necessary or appropriate to ensure a quality program of instruction and research which is relevant to the national development priorities of the signatory governments and to acquire all property, whether real, personal, or mixed, tangible or intangible, of any such establishment as may be transferred to the College of Micronesia;
18. Adopt and modify its own personnel system; provided that employees of the College shall not be considered employees of the signatory governments or their political subdivisions for any purpose;
19. Provide for programs of workers compensation, health insurance, and life insurance for officials, faculty members, and other employees of the College substantially equivalent to similar programs available to persons employed in comparable positions with the respective signatory governments; provided that the

Board may enter into agreements with any one or more of the signatory governments for coordination of the College's and the signatory governments' programs;

20. Enter into and perform such contracts, leases, cooperative agreements, or other transactions as may be necessary in the conduct of its business and on such terms and conditions as it may deem appropriate, including contracts to perform organized research, training, and demonstrations on a reimbursable basis, with any foreign government or any agency, instrumentality or political subdivision thereof; or with any of the signatory governments or any agency, instrumentality, or political subdivision thereof; or with any person, firm, association, educational institution, or cooperative or other private entity or organization;
21. Acquire in any lawful manner any property, real, personal, or mixed, tangible or intangible, or any interest therein for purposes of the College; to hold, maintain, use, and operate the same for purposes of the College; and to sell, lease, transfer, exchange, or otherwise dispose of the same at such time, in such manner, and to the extent deemed necessary by the board to carry out the purposes of the College; provided that any real property and improvements thereon granted to or otherwise made available to the College without cost by the Trust Territory Government, the signatory governments or their political subdivisions, or by any legal entity capable of receiving and holding public land in the respective nations, shall revert to said signatory government, political subdivision, or legal entity wherein such property is located upon the cessation of its active use by the College;
22. Receive, use, manage, and invest moneys, and receive, use, and manage other property, real, personal, or mixed, tangible or intangible, or services which may be appropriated, granted, given, bequeathed, devised, endowed, or in any manner received from any source for the purposes of the College, its improvement or adornment, or for the aid of the students or faculty of the College, and in general to act as trustee on behalf of the College for such purposes or objects;
23. Borrow money from time to time; provided that no debt of the College shall be secured by real property or improvements granted or otherwise made available to the College by the Trust Territory Government or any political subdivision thereof, or by the signatory governments or any political subdivision thereof or by any legal entity capable of receiving and holding public land within the jurisdiction of the signatory governments; and provided further that, unless expressly provided by law or agreement, no debt or obligation of the College shall be a debt or obligation of the signatory governments or their political subdivisions; nor shall the signatory governments or their political subdivisions be responsible for any such debts or obligations;
24. Determine the character of and the necessity for its obligations and expenditures and the manner in which they shall be incurred, allowed, and paid;
25. Purchase supplies, equipment, and materials;
26. Establish rates of per diem and policies relating thereto for officials, faculty members, and other employees of the College; provided that such per diem rates shall be comparable to rates established by the signatory governments;

27. Establish and collect such rents, fees, and charges as the Board deems appropriate for the private use of facilities of the College or services provided by the College; provided that the College shall not charge the signatory governments or their political subdivisions for use of its physical facilities to the extent available;
28. Prepare and from time to time revise, in consultation with the signatory governments, a long-range plan for development of the College;
29. Execute, in accordance with its bylaws, all instruments necessary or appropriate in the exercise of its powers and to that end adopt, alter, and use a common seal by which all acts of the Board shall be authenticated;
30. Delegate any of its powers and duties which are properly delegable to advisory boards and committees and an officer of the Board or an official or employee of the College where appropriate; and
31. Take such other actions and assume such other responsibilities as may be necessary or appropriate to carry out the powers and duties granted to or imposed upon it by this Agreement.

APPENDIX C

ADVISORY BOARD—SUGGESTED DUTIES AND RESPONSIBILITIES

1. Represent the people of the nation in which the campus is located in providing good postsecondary education.
2. Establish policies, procedures, and rules for the governance of the college.
3. Assist in the selection and appointment of the president.
4. Review and pass on the recommendations of the president regarding the appointment or dismissal of personnel.
5. Review and pass on financial matters including the annual budget, items of equipment costing \$5,000 or more, and major repairs and modifications of the facility.
6. Review and pass on areas of curriculum.
7. Grant appropriate associate degree and/or appropriate certificates to students successfully completing the college program.
8. Assist in getting the message of the college programs to the prospective students.
9. Assist the State committees in selecting students for the scholarship program and tracking the results.

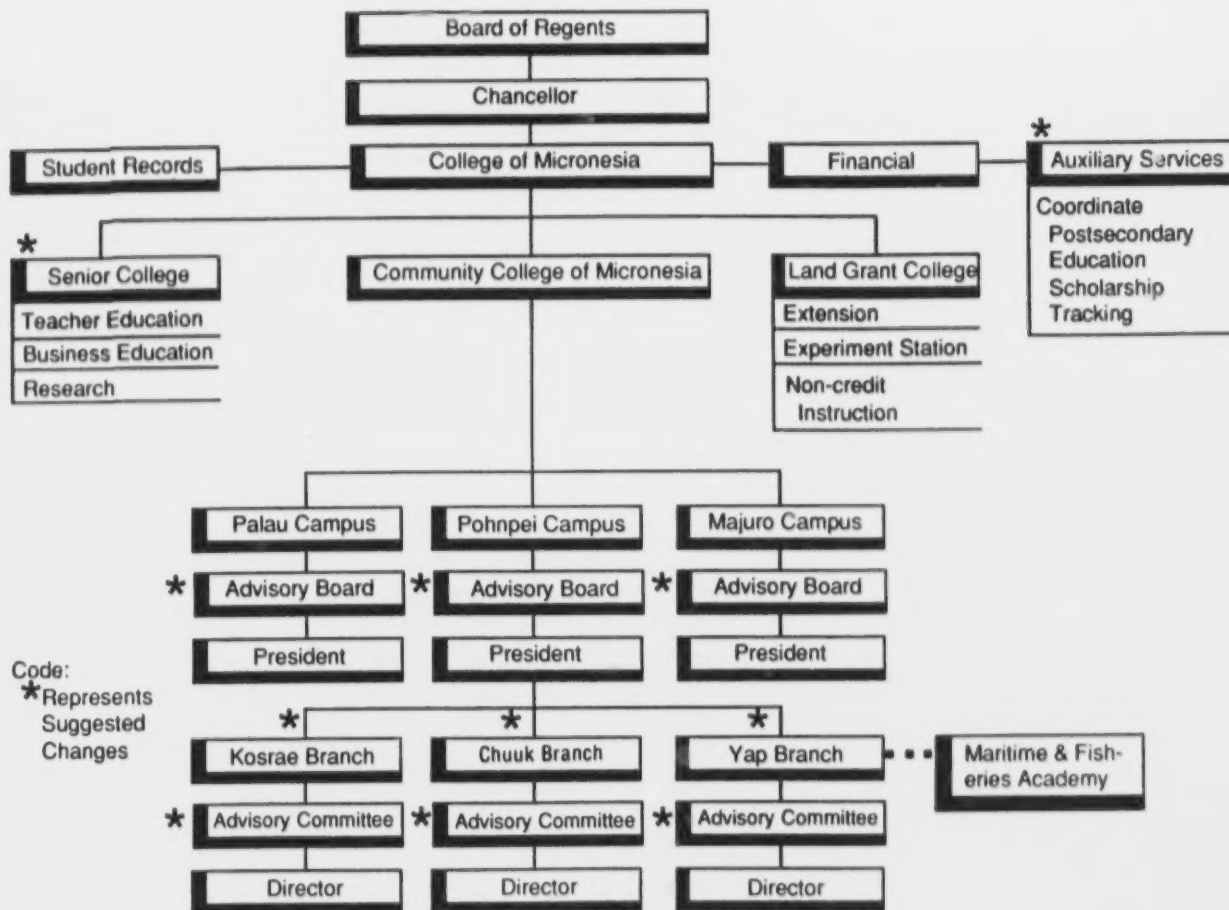
APPENDIX D

ADVISORY COMMITTEE—SUGGESTED DUTIES AND RESPONSIBILITIES

1. Represent the people of the state and nation in which the campus is located in providing good postsecondary education.
2. Assist in the selection of the Branch Director.
3. Review and pass on the recommendations of the Director regarding the appointment or dismissal of personnel.
4. Review and pass on financial matters including the annual budget, items of equipment costing \$5,000 or more, and major repairs and modifications of the facility.
5. Review and pass on areas of curriculum.
6. Work with the State legislature to promote the college and its programs.
7. Assist in getting the message of the college programs to the prospective students.
8. Assist the State committees in selecting students for the scholarship program and tracking the results.

APPENDIX E

SUGGESTED GOVERNANCE STRUCTURE



NOTES



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AND TRAINING FOR EMPLOYMENT

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